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TO SECSTATE WASHDC PRIORITY 4387

C O N F I D E N T I A L SECTION 1 OF 5 MANILA 7132

E.O. 11652: 11652: NA
TAGS: EAID, EAGR, RP
SUBJECT: REVIEW OF POPULATION POLICIES AND PROGRAM

REF: A) STATE 112325; B) USAID/PHILIPPINES "POPULATION PLANNING PROP" OF JANUARY 25, 1974

BEGIN SUMMARY: PHILIPPINE DEMOGRAPHIC TRENDS IN 1960S WERE GENERALLY UNFAVORABLE FOR ECONOMIC AND SOCIAL GROWTH. TRENDS OVER NEXT DECADE INDICATE CONTINUED PRESSURES ON DEVELOPMENT PROSPECTS. SUCCESS IN ABSORBING PRESSURES WILL DEPEND ON SUCCESSFUL IMPLEMENTATION OF GOP'S RECENTLY ADOPTED DEVELOPMENT STRATEGY AND POLICIES CENTERED ON ACCELERATED RURAL/ AGRICULTURAL DEVELOPMENT. SOME MEASURE OF SUCCESS IS EXPECTED. DEVELOPMENT PROSPECTS BEYOND NEXT DECADE WILL BE INCRESINGLY INFLUENCED BY ONGOING POPULATION CONTROL EFFORTS, WHICH IF SUCCESSFUL WOULD RESULT IN MUCH IMPROVED DEVELEOPMENT PROSPECTS OVER NEXT FIVE TO TEN YEARS, AND POSSIBLY OVER LONGER RUN, DEMAND FOR US FOOD RESOURCES WITH EXCEPTION WHEAT LIKELY CONTINUE AT MODEST LEVEL BUT DEMAND FOR US CAPITAL AND TECHNOLOGY MAY INCREASE. ON BALANCE, WE FORESEE NO MAJOR TRADE PROBLEMS WITH US. DEMOGRAPHIC FACOTRS LIKELY TO CONTRIBUTE TO PRESSURES ON INTERNAL SOCIAL AND POLITICAL STABILITY WHICH COULD BE OFFSET BY FAVORABLY SOCIO-ECONOMIC DEVELEPMENTS.
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BOTH LOCAL AUTHORITIES GENERALLY AND INTERNATIONAL
AGENCIES RECONGIZE GRAVITY OF POPULATION PROBLEM IN
PHILIPPINES THOUGH FULLER APPRECIATION OF PROBLEM AND
COMMITMENT TO ITS SOLUTION ISUREQUIRED OF MANY INVOLVED
PHILIPPINE OFFICIALS. ADDITIONALLY, CONSERVATIVE ATTI-
TUDES IN RURAL AREAS AND IN THE CHURCH HIERARCHY MUST BE
OVERCOME. INTERNATIONAL ORGANIZATIONS HAVE COMMITTED
GENEROUS RESOURCES TO SOLUTION OF POPULATION PROBLEM AND
LIKELY TO CONTINUE DO SO. THESE RESOURCES OF THEMESELVES
ARE NOT SUFFICIENT, HOWEVER, TO REDUCE POPULATION GROWTH
RATE TO SATISFACTOLV LEVEL. IN FINAL ANALYSIS, FULL
FLEDGED FILIPINO COMMITMENT TO POPULATION CONTROL PROGRAMS
LEADING TO SHARPLY INCREASING CONTRACEPTIVE ACCEPTOR
RATES WILL BE REQUIRED. PLANNED INNOVATIVE OUTREACH
PROGRAMS AND BEHAVIORAL RESEARCH INTO CULTURAL
DETERMINANTS OF FILIPINO FERTILITY WILL IMPROVE
PERFORMANCE AND PROSPECTS. US WILL CONTINUE BE
FLEXIBLE AND GENEROUS IN ITS SUPPORT AND WILL
CONCENTRATE ITS ASSISTANCE ON MATTERS IMPEDING PROGRESR
BUT NOT ADDRESSED BY OTHER DONORS. END SUMMARY.

A.1. EFFECTS OF DEMOGRAPHIC FACTORS ON DEVELOPMENT
PROSPECTS.

IN GENERAL, DEMOGRAPHIC TRENDS IN THE 1960S
WERE UNFAVORABLE FOR ECONOMIC GROWTH. A HIGH
POPULATION GROWTH RATE (ESTIMATED AT 3.01 PERCENT)
RESULTED IN SKEWED POPULATION STRUCTURE (46 PERCENT
BELOW 15 YEARS OF AGE) AND, CONSEQUENTLY, HIGH
DEPENDENCY RATE (ABOUT 87 PERCENT) IN 1970. WHILE
OVERALL ECONOMIC GROWTH DURING 1960S WAS SATISFACTORY IN
COMPARISON WITH MOST DEVELOPING COUNTRIES, BECAUSE OF
HIGH POPULATION GROWTH, GNP PER CAPITA GROWTH WAS
LIMITED TO ABOUT 3.0 PERCENT LEVEL. GOP CONTINUED IN
60S TO PURSUE STRATEGY OF UNBALANCED GROWTH CHARACTERIZED
BY POLICY EMPHASIS ON INDUSTRIALIZATION. PACE OF
INDUSTRIAL DEVELOPMENT WAS, HOWEVER, SLOW AND CONCENTRATED
IN FEW URBAN AREAS, AND, COUPLED WITH
RELATIVE NEGLECT OF RURAL/AGRICULTURAL SECTOR AND CON-
SIDERABLE DEMOGRAPHIC PRESSURES, RESULTED IN INCREASED
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UNEMPLOYMENT AND UNDEREMPLOYMENT, WORSENING OF INCOME
DISTRIBUTION, ACCELERATED RURAL TO URBAN MIGRATION AND
INCREASED POLITICAL AND SOCIAL UNREST EVIDENT IN THE
LATE 1960S AND INTITAL PART OF THE 1970S.

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DESPITE RAPID GROWTH IN PUBLIC EXPENDITURES FOR EDUCATION AND HEALTH, PER CAPITA EXPENDITURES IN REAL TERMS ON THESE TWO SERVICES BARELY IMPROVED FROM 1960-1970. HIGH POPULATION GROWTH COMBINED WITH SUBSTANTIAL PRICE INFLATION INHIBITED QUANTITATIVE IMPROVEMENTS IN GOVERNMENT-PROVIDED HEALTH AND EDUCATION SERVICES.

DURING MOST OF THE 60S AND UP TO PRESENT DOMESTIC FOOD PRODUCTION LARGELY KEPT PACE WITH RAPIDLY EXPANDING POPULATION, BUT MARGINAL AMOUNTS OF FOOD HAD TO BE IMPORTED. WITH EXCEPTIION WHEAT, IMPORTS OF STAPLES (RICE AND CORN,), HOWEVER, CONSTITUTED SMALL PROPORTION OF TOTAL DOMESTIC CONSUMPTION. IN FACT DURING 1968-1970, RICE SELF-SUFFICIENCY WAS ACHIEVED. AFTER 1970, HOWEVER, RICE IMPORTS WERE RESUMED.

BECAUSE OF HIGH DENSITIES OF SMALL FARMERS IN PARTS CENTRAL AND NORTHERN LUZON THERE WAS CONSIDERABLE MIGRATION FROM THOSE AREAS TO PARTS OF "MUSLIM MINDANAO". WHILE THIS MOVEMENT CONTRIBUTED TO INCREASE IN OVERALL AGRICULTURAL OUTPUT (PARTICULARLY RICE AND CORN), IT ALSO CONTRIBUTED TO SERIOUS DETERIOURATION OF POLITICAL/SECURITY SITUATION IN MINDANAO.

OVER NEXT TEN YEARS, PHILIPPINE DEVELOPMENT PROSPECTS WILL BE INFLUENCED MORE BY PAST DEMOGRAPHIC
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TRENDS THAN BY CURRENT ONES. IN LONGER RUN, PROSPECTS
WILL BE INCREASINGLY INFLUENCED BY OUTCOME OF ONGOING
POPULATION CONTROL EFFORTS. AS RESULT PAST DEMOGRAPHIC
TRENDS, LABOR FORCE IS EXPECTED TO EXPAND BY
ABOUT 2.7 PERCENT PER YEAR IN THE 1970S, RESULTING IN
APPROXIMATELY FOUR MILLION NEW ENTRANTS TO THE LABOR
FORCE. TOTAL POPULATION IS EXPECTED TO EXCEED FIFTY
MILLION BY 1980 AND SHOULD PRESENT RATE OF RURAL-URBAN
MIGRATION OF 5 PERCENT PER YEAR CONTINUE, URBAN
POPULATION WOULD INCREASE BY 5 TO 6 MILLION. SUCH AN
INCREASE WILL MAKE IT DIFFICULT TO REVERSE DETERIORATION
IN URBAN CONDITIONS, PARTICULARLY EVIDENT IN GREATER
MANILA AREA. ADDITIONAL DEMANDS WILL ALSO BE PLACED
ON EDUCATIONAL SYSTEM AS ENROLLMENTS INCREASE BY AN
EXPECTED 3.2 MILLION AND OTHER SOCIAL SERVICES AS WELL
AS ON ENTIRE AGRICULTURAL SYSTEM.

SUCCESS IN ABOSORBING FOREGOING POPULATION-RELATED PRESSURES
WILL DEPEND ON SUCCESS IN IMPLEMENTING GOP'S RECENTLY-ADOPTED
DEVELOPMENT STRATEGY AND POLICIES. THE NEW STRATEGY CALLS FOR
ACCELERATED RURAL/AGRICULTURAL DEVELOPMENT COMPLEMENTED
BY INDUSTRIAL DEVELOPMENT BASED ON PROMOTION OF
SMALL AND MEDIUM INDUSTRY AND LABOR-INTENSIVE
INDUSTRIAL EXPORTS, AND REGIONAL DISPERSAL. IN SUPPORT OF NES
STRATEGY, GOP HAS EFFECTED NUMEROUS INSTITUTIONAL CHANGES
INCLUDING GOVERNMENT REOORGANIZATION,
AGRARIAN REFORM, TAX AND TARIFF REFORMS, MONETARY AND
FINANCIAL REFORMS, BUDGETARY REFORMS, AND EDUCTATIONAL
REFORMS. MAJOR THRUST OF THE NEW STRATEGY AND POLICY
REFORMS IS REDUCTION OF UNEMPLOYMENT AND UNDEREMPLOYEMENT
AND IMPROVEMENT IN INCOME DISTRIBUTION UNDER A REGIME OF
SUSTAINED HIGH GROWTH AVERAGING 7-10 PERCENT PER YEAR.
CONSENSUS HERE THAT GOOD PROSPECTS EXIST DURING NEXT
DECADE FOR MAKING START ON REDUCING RATE OF GROWTH OF
UNEMPLOYMENT AND UNDEREMPLOYMENT AND RURAL -URBAN MIGRATION
IF THE NEW STRATEGY IS SUCCESSFULLY IMPLEMENTED. GIVEN
IMPROVED EFFICIENCY AND EFFECTIVENESS OG GOP AND
PROVINCIAL ADMINISTRATIVE SYSTEMS AND DETERMINATION OF
PRESENT LEADERSHIP, SOME MEASURE OF SUCCESS IS EXPECTED.

AS ALREADY INDICATED, OUTCOME OF ONGOING
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POPULATION CONTROL EFFORTS WILL INCREASINGLY INFLUENCE
DEVELOPMENT PROSPECTS BEYOND THE NEXT DECADE.

TO DATE, THERE ARE SEVERAL AVAILABLE PROJECTIONS OF
PHILIPPINE DEMOGRAPHIC PROFILE OVER NEXT TWENTY TO

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TWENTY-FIVE YEARS WHICH ARE BASED ON VARIOUS PROJECTED
FERTILITY AND MORALITY STRUCTURES. AVAILABLE PROJECTIONS
OF POPULATION BY YEARY 2000 RANGE FROM 72 TO 116 MILLION.
ASSUMING SUCCESS OF FAMILY PLANNING
PROGRAM INCLUDING EVENTUAL ATTITUDINAL CHANGES TOWARDS
FAMILY SIZE, PHILIPPINE DEMOGRAPHIC PROFILE OVER NEXT
TWENTY TO TWENTY-FIVE YEARS WILL INCLUDE A GRADUAL
REDUCTION OF POPULATION GROWTH RATE TO SLIGHTYLY OVER 2
PERCENT, A DECREASING DEPENDENCY RATE, AND A POPULATION
OF OVER EIGHTY MILLION BY YEAR 2000. THESE TRENDS
INDICATE MUCH BETTER DEVELOPMENT PROSPECTS THAN WOULD
OBTAIN IN ABSENCE OF FAMILY PLANNING. TENTATIVE PROJECTIONS
OF AN ECONOMIC-DEMOGRAPHIC MODEL FOR PHILIPPICQS INDICATE
THAT BY YEAR 1995, GNP PER CAPU A WOULD BE ABOUT A THIRD
HIGHER THAN THE PROJECTED VALUE IN THE ABSENCE OF FAMILY PLANNING
DUE TO A CONSIDERABLY LOWER POPULATION (-22 PERCENT REDUCTION) AND
A HIGHER GNP (6 PERCENT HIGHER) RESULTING FROM LOWER
CONSUMPTION AND HIGHER SAVINGS AND INMISTMENT. WITH SUCCESSFUL
FAMILY PLANNING, ANNUAL SAVINGS IN PUBLIC HEALTH AND EDUCATION
EXPENDITURES WOULD BE CONSIDERABLE, RANGING FROM 1;3-1.3 PERCENT
OF REAL GNP IN 1972 (1985, AND FROM 4.5-5.6 PERCENT BY 1995.

A.2. EFFECTS ON DEMAND FOR U.S. FOOD AND OTHER RESOURCES
AND ON TRADE

PHILIPPINES IMPORTED FOOD IN PAST BUT EXCEPT FOR
A FEW COMMODITIES, PARTICULARLY WHEAT AND MILK, FOOD
IMPORTS NORMALLY CONSTITUED SMALL PROPORTION OF DOMESTIC
PROCTION. CONTINUED HIGH POPULATION GROWTH OVER NEXT FIVE

TO TEN YEARS COMBINED WITH ANY INCREASE IN PER CAPITA
INCOMES WILL INTENSIFY STRONG PRESSURES ON FOOD SUPPLY BUT
ITS EFFECT ON PHILIPPINE DEMAND FOR US FOOD RESOURCES
WILL HINGE LARGELY ON SUCCESS OF PHILIPPINE FOOD PRODUCTION
PROGRAMS. A COMBINATION OF NEAR SELF SUFFICIENCYIXN CEREALS (RICE
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AND CORN, THOUGH NOT WHEAT, OF COURSE) APPEARS FEASIBLE WITHIN
NEXT SEVERAL YEARS, GIVEN CENTRAL ROLE OF AGRICULTURAL GROWTH IN
GOP'S NEW STRATEGY. SUBSTANTIAL SCOPE EXISTS FOR
INCREASING PRESENT LOW YIELDS THROUGH EXTENSION OF
IRRIGATION AND HYV-FERTILIZER TECHNOLOGY TO RAIN-FED
LOWLANDS, AND MORE JVEQUATE CREDIT AND OTHER SUPPORTING
SERVICES.

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C O R R E C T E D COPY (FOR MRN 7132 VICE 7262)

IN ADDITION, SOME SCOPE CONTINUES EXIST FOR
EXTENDING AREA UNDER CULTIVATION. (IBRD HAS ESTIMATED
THE SUPPLY OF READILY-CULTIVABLE LAND NOT BEING USED AT
ABOUT 1-1.5 MILLION HECTARES.) CONSIDERABLE OPPORTUNITIES
ALSO EXIST FOR DOUBLING FISHPOND YIELDS WITHIN THIS
DECADE THROUGH IMPROVED TECHNOLOGY AND MANAGEMENT.
OVER NEXT FIVE TO TEN YEARS, AND PROBABLE OVER
LONGER RUN, DEMAND FOR US FOOD RESOURCES WILL LIKELY
CONTINUE WITH RICE AND CORN AT LOW LEVELS RELATIVE TO
TOTAL COUNTRY REQUIREMENTS AND WHEAT AT S CEABLE AND
EAINCREASING LEVELS, AND POSSIBLY SOYBEANS AT RISING
LEVELS. (ALSO COTTON IMPORTS ARE LIKELY TO INCREASE.)
DEMAND FOR US CAPITAL RESOURCES MAY INCREASE,
AT LEAST OVER NEXT DECADE, TO HELP WITH PHILLIPINE
DEVELOPMENT PROGRAMS. GIVEN HIGH DEBT BURDEN AND GROWING
CGPORT REQUIREMENTS, MUCH OF THIS WILL HAVE LP BE
RHONCESSIONAL. DEMAND FOR FOREIGN CAPITAL MAY DECREASE
OVER THE LONGER RUN AS SLOWER POPULATION GROWTH REDUCES
CLAIMS ON RESOURCES FOR CONSUMPTION USE, DOMESTIC SAVINGS
RISE, AND BALANCE OF PAYMENTS PROSPECTS IMPROVE. THESE
FACTS COMBINED WITH HOPED-FOR CONTINUATION OF GOP
COMMITMENT TO DEVELOPMENT SHOULD RESULT IN INCREASED
DEMANDS FOR INTERMEDIATE AND CAPITAL GOODS IN AREAS IN
WHICH U.S. PRODUCTS SHOULD BE COMPETITIVE AND IN
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LIMITED FOOD ITEMS, PARTICULARLY WHEAT. EXPANDING POPULATION (EVEN AT LOWER RATES) AND COMITMENT TO IMPROVED NUTRITION LIKELY PLACE HEAVY EMPHASIS DURING MEDIUM-TERM (NEXT 10 YEARS) ON MAXIMIZING LAND DEVOTED TO RICE AND CORN PRODUCTION. IN COMBINATION WITH VARIETY OTHER DOMESTIC AND INTERNATIONAL FACTORS THIS EMPHASIS LIKELY HAVE SOME IMPACT ON OUTPUT, AVAILABILITY AND PRICE OF SUGAR AND COCONUT PRODUCTS FOR U.S. MARKETS. HOWEVER, ON BALANCE FORESEE NO MAJOR TRADE PROBLEMS.

A.3. EFFECTS ON INTERNAL AND EXTERNAL STABILITY
CONTINUING POPULATION PRESSURES OVER THE NEAR TO MIDDLE TERM ARE LIKELY TO MANIFEST THEMSELVES POLITICALLY, PRIMARILY IN INCREASED URBAN UNREST AND CONTINUING MIGRATION OF CHRISTIAN POPULATION INTO AREAS OF MUSLIM SETTLEMENT IN MINDANAO.
GOP DEVELOPMENT POLICY CURRENTLY IS STRESSING IMPROVEMENT OF AGRICULTURE/RURAL SECTOR AT EXPENSE OF URBAN WORKING CLASSES. SEEMS LIKELY THESE POLICIES, IF CONTINUED, WILL ACHIEVE PER CAPITA REAL GROWTH RATES IN RURAL INCOMES ADEQUATE TO MEET RELATIVELY MODEST EXPECTATIONS OF RURAL FILIPINOS. THUS, WHILE CURRENT DISSIDENCE CAN BE EXPECTED TO CONTINUE IN SOME AREAS, RURAL DISCONTENT LIKELY TO REMAIN WITHIN MANAGEABLE LEVELS IN NEAR TERM ASSUMING NO SERIOUS REVERSAL IN PRESENT FAVORABLE COMMODITY PRICES. INTERNAL POPULATION GROWTH IN URBAN AREAS PLUS CONTINUING RURAL-URBAN MIGRATION PRESENTAMORE DIFFICULT PROBLEM, PARTICULARLY WITH YOUNG AND UNEMPLOYED. OVER 55 PERCENT OF PHILIPPINE POPULATION IS UNDER 20 AND UNEMPLOYMENT IS CONCENTRATED HEAVILY AMONG THE YOUNG, PARTICULARLY IN URBAN AREAS. INCREASING DISCONTENT ARISING FROM FRUSTRATED EXPECTATIONS AND WORSENING ECONGIIC CONDITIONS MAY REQUIRE INCREASINGLY REPRESSIVE MEASURES BY GOP TO MAINTAIN SOCIAL AND POLITICAL DISCIPLINE. ALTERNATIVELY, VIOLENT DISSENT MIGHT BE AVOIDED IF POPULATION CONTROL AND DEVELOPMENT POLICIES ARE RELATIVELY SUCCESSFUL, THUS RELIEVING POPULATION PRESSURES, THOUGH, EVEN IN THIS CASE, SOME SHIFT IN CURRENT POLICIES FAVORING RURAL SECTOR MIGHT BE REQUIRED.
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CONTINUING REQUIREMENT FOR EXPANDED FOOD PRODUCTION PLUS CONTINUING POPULATION PRESSURES IN TRADITIONALLY SETTLED AREAS SEEM INEVITABLY DESTINED CONTINUE PRESSURE CHRISTIAN MIGRATION INTO MUSLIM AREAS IN MINDANAO. THUS, CHRISTIAN-MUSLIM COMMUNAL CONFLICT, INTRACTABLE ENOUGH IN ANY CASE, CAN ONLY BE MADE LESS

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LIKELY OF PEACEFUL RESOLUTION BECAUSE OF SUCH
POPULATION PRESSURES. WHILE EFFECTS ON PHILIPPINE
INTERNATIONAL RELATIONS NOT READILY PREDICTABLE,
CONTINUING HIGH-LEVEL OF COMMUNAL VIOLENCE PRESENTS
OBVIOUS DIFFICULTIES FOR GOP IN ITS RELATIONS WITH
ITS MUSLIM NEIGHBHORS, MALAYSIA AND INDONESIA, AND WITH
UAB OIL PRODUCING STATES. GOP HAS SHOWN RECENT
INCLINATIONS MAKE SOME CONCESSIONS ON OTHER MATTERS
OF INTEREST TO NON-ALIGNED COUNTRY GROUP AND ARAB
STATES IN HOPES OF OFF-SETTING ADVERSE IMPRESSIONS
CREATED BY MUSLIM CONFLICT.
  WHILE HIGHLY SPECULATIVE, CONTINUING POPULATION
PRESSURES OVER LONGER TERM, IF NOT SUCCESSFULLY CHECKED,
WILLMOST LIKELY INTENSIFY FACTORS DISCUSSED ABOVE WITH
GREATLY INCREASED STRAIN ON GOVERNMENT CONTROLED

MECHANISMS AND CONCURRENTLY POSSIBILITY INCREASING
STRENGTH AND EFFECTIVENESS OF DISSIDENT MOVEMENTS,
BOTH URBAN AND RURAL.

B.1. INTERNATIONAL ATTENTION ON THE POPULATION PROBLEM.
  WITH ONE OF HIGHEST POPULATION GROWTH RATES IN
THE WORLD (BETWEEN 3.0 AND 3.2 PERCENT PER YEAR) DURING
THE 1960S PHILIPPINES HAS HAD DIRECTED TO IT THE ATTENTION OF
LARGE NUMBER OF INTERNATIONAL ORGANIZATIONS AND AGENCIES.
PHILIPPINES SUFFERS NEITHER FROM FAILURE OF INTERNATIONAL
COMMUNITY TO RECOGNIZE SERIOUSNESS OF THE PROBLEM
NOR FROM LACK OF EXTERNALLY PROVIDED RESOURCES TO
ATTACK IT. AT PRESENT PHILIPPINE POPULATION PROGRAM IS
ASSISTED BY AID, IBRD, FORD FOUNDATION, ROCKEFELLER
FOUNDATION, PATHFINDER FUND, ASIA FOUNDATION, IPPF,
FPIA, WORLD NEIGHBORS,NVS, OXFAM, AND THE GOVERNMENT
OF JAPAN, AMONG OTHERS. MISSION PERCEPTION IS THAT
THERE IS ADEQUATE INTERNATIONAL RECOGNITION OF PHILIPPINE
POPULATION PROBLEM. GRAVITY OF THE SITUATION, WHICH
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COULD BECOME DISASTROUS IN THE LONG RUN (SAY BEYOND 25
YEARS), IF POPULATION GROWTH RATES ARE NOT SUBSTANTIALLY
REDUCED DURING THE NEXT 5-10 YEARS WOULD SEEM TO
INDICATE THAT SUCH ATTENTION AND PROVISION OF RESOURCES
WILL CONTINUE.

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DEVELOPMENT OF FAMILY PLANNING PROGRAM IN
PHILIPPINES MAY HAVE RELEVANCE FOR OTHER COUNTRIES
WHERE POPULATION CONTROL EFFORTS BY GOVERNMENT NOT YET
ACCEPTED. PROGRAM HERE BEGAN THROUGH PRIVATE SECTOR
EFFORTS SUPPORTED STRONGLY BY USQEL HFBQPXIET
ENCOURAGEMENT OF GOP AUTHORITIES. PRIVATE AGENCIES--
NOW BEING FINANCED IN PART BY GOVERNMENT FUNDS--ARE
CONTINUING TO PLAY A MAJOR ROLE IN EXPANDING FILIPINO
FAMILY PLANNING PROGRAMS. IMPORTANCE THESE ACTIVITIES
IS HIGHLIGHTED BY ESTABLISHMENT OF PHILIPPINE
FOUNDATION CENTER.

B.2. LOCAL AWARENESS OF AND MEASURES TO DEAL WITH
POPULATION PROBLEM
PHILIPPINE AUTHORITIES GENERALLY RECOGNIZE THE
POPULATION PROBLEM AND HAVE MOVED MUCH FASTER THAN WAS
DEEMED LIKELY OR EVEN POSSIBLE AS RECENTLY AS 1970.
PHILIPPINES HAS SHIFTED FROM BEING A COUNTRY WITH A
PRO-NATALIST POLICY TO ONE SUPPORTING A COMPREHENSIVE
POPULATION PROGRAM. DESPITE RESISTANCE FROM AT LEAST
SOME ELEMENTS OF CATHOLIC CHURCH A RECENT PRESIDENTIAL
DECREE HAS LEGALIZED ALL MEDICALLY ACCEPTED METHODS OF
CONTRACEPTION EXCEPT ABORTION. GOP HAS INCREASED ITS
BUDGET SUPPORT FOR FAMILY PLANNING ACTIVITIES FROM
RELATIVELY INSIGNIFICANT AMOUNT IN 1970 TO $6 MILLION
IN FY 1974. INCOME TAX AND LABOR LAWS HAVE BEEN
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AMENDED TO ENCOURAGE SMALL FAMILIES. NUMBER OF
MUNICIPALITIES REQUIRE COUNSELING IN FAMILY PLANNING

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METHODS BEFORE GRANTING MARRIAGE LICENSE.
PHILIPPINE POPULATION CONTROL PROGRAM HAS BENEFITTED GREATLY FROM STRONG SUPPORT OF MRS. MARCOS AND FROM CAREFULLY TIMED STATEMENTS BACKING PROGRAM BY PRESIDENT MARCOS. HOWEVER, BELIEVE GREATER SUPPORT AND PUSH DESIRABLE FROM OTHER QUARTERS. THIS, OF COURSE, EXTREMELY COMPLICATED QUESTION GIVEN POLITICAL AND SOCIAL ATMOSHPERE WHICH HEAVILY INFLUENCED BY CATHOLIC CHURCH AND DEEP-SEATED CULTURAL MORES. IN VIEW GRAVITY OF P ROBLEM AND DESPITE ENCOURAGING ACTIONS TAKEN OVER PAST 3-4 YEARS, FURTHER EFFORTS APPEAR NECESSARY TO BRING HOME TO VARIOUS HIERARCHICAL LEVELS OF PHILIPPINE OFFICIALS A FULL APPRECIATION OF CONSEQUENCES ATTENDANT ON BIRTH RATES WHICH ARE NOT REDUCED SHARPLY AND IN RELATIVELY NEAR TERM. TOWARDS THIS END, U.S. SHOULD URGE IBRD, IMF, UN AND OTHER GOVERNMENT OFFICIALS AS WELL AS U.S. GOVERNMENT OFFICIALS AND PRIVATE CITIZENS TO IMPRESS ON PHILIPPINE AUTHORITIES WITH WHOM THEY DEAL THE IMPORTANCE OF LIMITING POPULATION GROWTH. THIS EDUCATIVE/PERSUASIVE ROLE SHOULD BE PERFORMED THROUGH PERSONAL CONTACT, "CORRIDOR NEGOTIATIONS" AND ALL OTHER APPROPRIATE OPPORTUNITIES. THE INTERNATIONAL ORGANIZATIONS AND OTHER GOVERNMENTS SHOULD ALSO BE URGED TO BUILD POPULATION CONSIDERATIONS AND CRITERIA INTO THEIR PROGRAM AND PROJECT PLANNING AND APPROVAL PROCESS; AND THIS SHOULD INCREASINGLY BE DONE ALSO BY THE U.S. THROUGH AID, PARTICULARLY, BUT ALSO THROUGH THE NUMEROUS OTHER GOVERNMENT AND PRIVATE ORGANIZATIONS WHO WORK WITH PHILIPPINE AUTHORITIES. AN INCREASED FLOW OF BRIEF, GRAPHIC AND EASILY UNDERSTOOD MATERIAL AIMED AT BUSY OFFICIALS WOULD TEN TO ENHANCE THEIR RECEPTIVITY TO PROGRESSIVE IDEAS REGARDING POPULATION MATTERS.

B.3. RECOMMENDED MEASURE FOR INCREASING FAMILY PLANNING ACCEPTANCE
WITH 7 OF EVERY 8 FILIPINOS LIVING IN OUTLYING BARRIOS SURROUNDING PRESENT MUNICIPAL-BASED CLINICS, FIRST REQUIREMENT IN INCREASING FAMILY PLANNING ACCEPTANCE IS DEVELOPMENT OF ALTERNATIVE OR SUPPLEMENTAL/OUTREACH
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SYSTEMS TO DELIVER FAMILY PLANNING SERVICES TO INCREASING NUMBERS OF FERTILE-AGE PERSONS, PARTICULARLY IN LESS ACCESSIBLE AREAS. ACCORDINGLY, SEVERAL PILOT PROJECTS ARE EITHER UNDERWAY OR EXPECTED TO BEGIN IN NEAR FUTURE. THESE INCLUDE MOBILE SERVICE DELIVERY SYSTEMS, USE OF PARAMEDICS, BARRIO CONTRACEPTIVE SUPPLY DEPOTS, COMMERCIAL DISTRIBUTION OF CONTRACEPTIVES AND EXPANSION PRIVATE SECTOR CLINICAL SERVICES. PARALLEL WITH THESE ESSENTIALLY HEALTH-BASED EFFORTS WILL BE

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ACTIVITIES THAT AIM TO INTEGRATE PROVISION OF FAMILY PLANNING SERVICES INTO OTHER NATIONAL DEVELOPMENT PROGRAMS SUCH AS LOCAL GOVERNMENT AND COMMUNITY DEVELOPMENT, SOCIAL WELFARE, FORMAL AND NON-FORMAL EDUCATION, DEFENSE, AGRICULTURE, AND NUTRITION.

ABOVE MENTIONED IMPROVEMENTS IN BASIC SERVICES PROGRAM, HOWEVER, ARE UNLIKELY BY THEMSELVES TO ACHIEVE DESIRED GOAL. AN ENTIRELY NEW ARRAY OF COMPLEMENTARY ACTIVITIES AFFECTING FILIPINO ATTITUDES TOWARD DESIRED FAMILY SIZE OBVIOUSLY WILL BE NECESSARY PARTICULARLY AMONG THE FERTILE YOUNG. ATTITUDINAL CHANGE WILL DEPEND ON MOTIVATIONAL/EDUCATIONAL/ INCENTIVE ACTIVITIES. A KEY FACTOR IN SUCCESS WILL BE COMPATIBILITY WITH PREVAILING ATTITUDES AMONG TARGETED GROUPS AND SOCIETY GENERALLY OR THE SHAPING OF SUCH ATTITUDES INTO COMPATABILITY WITH FAMILY PLANNING ORIENTATION. PRESENT STATE OF KNOWLEDGE THESE MATTERS PERMITS EXPERIMENTATION WITH SEVERAL APPROACHES SUCH AS INCREASED USE READILY AVAILABLE PERSONS SUCH AS PARA-MEDICS TO SERVE AS MOTIVATORS AND EDUCATORS; USE OF INFORMAL BARRIO AND MUNICIPALITY POWER STRUCTURE TO HELP CREATE RESPECTABILITY FOR AND INTEREST IN FAMILY PLANNING RELATED MATTERS; USE OF POPULAR CULTURE AND EDUCATIONAL INSTITUTIONS AS VEHICLE FOR DISSEMINATING IDEAS; USE OF PROVINCIAL AND LOWER LEVEL OFFICIALS AND BUREAUCRATS TO FACILITATE ACTIVITIES CONDUCTED BY OTHERS.

OTHER PILOT PROGRAMS OR ACTIVITIES MIGHT ALSO BE TRIED WHEN SOME MEASURE OF CONFIDENCE IS PRESENT THAT THEY WILL NOT BE COUNTERPRODUCTIVE. THESE RELATE LARGELY TO INCENTIVE PROGRAMS BASED ON PERSONAL ECONOMIC GAIN, E.G., BANK DEPOSITS FOR NON-PREGNANCY; CONTRIBUTIONS TO SECONDARY SCHOOL OR HIGHER LEVEL EDUCATION FUNDSV; HOME-
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OWNERSHIP, ETC. CURRENT INDICATIONS SUGGEST PROSPECTS THESE KINDS OF ACTIVITIES BETTER AT PRESENT IN URBAN THAN IN RURAL AREAS. WAYS OF POSITIVELY USING NEW-URBAN OR NEW MIDDLE CLASS VALUE AND IDEA PATTERNS MUST ALSO BE EXAMINED.

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ACTION SPM-01

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BEYOND THIS, CONSIDERABLE MORE BASIC LOCAL BEHAVIORAL RESEARCH STILL REMAINS TO BE DONE AND IS EXPECTED FROM LOCAL ORGANIZATIONUBSUCH AS POPULATION CENTER FOUNDATION, DEVELOPMENT ACADEMY OF PHILIPPINES, AND CONCERNED UNIVERSITIES AND GOVERNMENT AGENCIES. FIRST PRIORITY MUST BE GIVEN TO ESTABLISHING RELIABLE DEMOGRAPHIC DATA BASE TO SUPPORT PROGRAM PLANNING AND EVALUATION. THEN SELF-PERCEIVED INTERESTS (SOCIAL, ECONOMIC, CULTURAL) OF SPECIFIC TARGET GROUPS WITHIN POPULATION MUST BE DEFINED RELATIVE TO THEIR REPRODUCTIVE BEHAVIOR. FINALLY, THE CONVENTIONAL WISDOM IN THIS FIELD MUST BE TRANSLATED INTO COUNTRY-SPECIFIC POPULATION POLICIES THAT WILL ASSURE ADEQUATE EXPOSURE FOR ALL CITIZENS TO RELEVANT KNOWLEDGE RE CONSEQUENCES OF VARIED REPRODUCTIVE BEHAVIOR THUS GIVING THEM OPPORTUNITY TO MAKE VOLUNTARY CHOICES. DEPENDING UPON FEEDBACK FROM CONTINUED DEMOGRAPHIC ANALYSIS, GOP MUST THEN CONSIDER WIDE VARIETY OF POSSIBLE RESPONSES TO THE SITUATION RANGING FROM RELATIVELY PERMISSIVE TO COERCIVE POLICY MEASURES. NO ONE YET KNOWS WHERE IN THE SPECTRUM OF ALTERNATIVE NATIONAL POPULATION POLICIES THE GOP WILL CHOOSE TO FIT NOR AT WHAT LEVEL THE POPULATION WILL EVENTUALLY STABILIZE. AN EXCELLENT START, HOWEVER, HAS BEEN MADE IN THE RIGHT DIRECTIONS.

C.1.-C.2 FUTURE DIRECTIONS OF U.S. ASSISTANCE TO POPULATION
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PROGRAM
TO DATE US HAS BEEN GENEROUS IN ITS SUPPORT AND FLEXIBLE IN ITS EFFORTS TO HELP FILIPINO LEADERS FIND SOLUTIONS TO THE POPULATION GROWTH RATE PROBLEM. INDICATIONS ARE THIS APPROACH HAS BEEN CORRECT ONE. THE

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UNITED STATES HAS COOPERATED WITH OTHER DONOR COUNTRIES AND AGENCIES IN RATIONAL DIVISION OF POPULATION PROGRAM ELEMENTS. SEVERAL YEARS AGO USAID RELINQUISHED TO UNFPA ALL EXTERNAL SUPPORT ACTIVITIES IN FIELD OF POPULATION EDUCATION. MORE RECENTLY, FORD FOUNDATION HAS BEEN ENCOURAGED TO PROVIDE ASSISTANCE IN PROGRAM MANAGEMENT. JAPANESE GOVERNMENT IS MAJOR SUPPLIER OF CONDOMS. INTERNATIONAL PLANNED PARENTHOOD FOUNDATION (IPPF), ALONG WITH NUMBER OTHER INTERMEDIARY AGENCIES (MOST OF WHOM ARE ALSO AID-FINANCED), ARE PLAYING MAJOR ROLE IN INTRODUCTION OF STERILIZATION PROGRAMS. USAID POLICY WILL BE TO CONTINUE TO ENCOURAGE ALL CONSTRUCTIVE ASSISTANCE AND TO FACILITATE OUTSIDE PARTICIPATION IN THE PROGRAM. CONTINUATION ALONG LINES AND IN AREAS OF CURRENT INVOLVEMENT AT EXPANDED OR ACCELERATED RATE SEEMS APPROPRIATE VIRTUALLY ALL DONORS, E.G., ASSISTANCE BY IBRD IN FINANCING MAJOR CONSTRUCTION COSTS OF RURAL HEALTH FACILITIES WHERE HEALTH SERVICES WILL BE INTEGRATED WITH FAMILY PLANNING SERVICES IS BOTH DESIRABLE AND NECESSARY AS WOULD BE FURTHER IBRD ASSISTANCE IN OTHER CAPITAL ACTIVITIES. PRIVATE ORGANIZATIONS, UTILIZING TO MAXIMUM EXTENT FEASIBLE PHILIPPINE ORGANIZATIONS SHOULD REMAIN IN VANGUARD IN EFFORTS PROMOTE NEW IDEAS (E.G., STERILIZATION) AND ADDRESS MATTERS RELATED TO ATTITUDINAL CHANGE. USAID WILL CONTINUE TO CONCENTRATE ITS OWN ASSISTANCE, FOCUSING ON KEY VARIABLES IMPEDING PROGRESS BUT NOT ADDRESSED BY OTHER DONORS.

IT SEEMS PROBABLY THAT AFTER FY 1976 THERE WILL BE LITTLE NEED FOR USAID SUPPORT TO BASIC GOVERNMENT PROGRAM FOR DELIVERY OF CONTRACEPTIVE SERVICES THROUGH EXISTING HEALTH SYSTEMS. HOWEVER, SUPPORT BY USAID FOR INNOVATIVE OUTREACH PROGRAMS SUCH AS THOSE MENTIONED UNDER B.3. WILL CONTINUE AS SPELLED OUT IN PROP AND IN OUR RECENTLY SIGNED PROJECT AGREEMENT. DOLLAR SUPPORT FOR SUCH ELEMENTS OF THE PROGRAM AS CONTRACEPTIVES AND CONFIDENTIAL

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OTHER COMMODITIES MUST CONTINUE UNTIL GOP EITHER ASSUMES THESE COSTS ITSELF OR COMMERCIAL DISTRIBUTION SYSTEM IS ESTABLISHED THAT CAN PROVIDE THE SAME SERVICES. THERE WIP ALSO BE NEED FOR US SUPPORT OF INTENSIFIED RESEARCH EFFORTS AND INNOVATIONS, SOME OF WHICH WILL BE UNDERTAKEN UNDER AUSPICES OF POPULATION CENTER FOUNDATION, A PRIVATE NON-GOVERNMENT ORGANIZATION. OTHER NEW ACTIVITIES WILL BE SUPPORTED THROUGH ORGANIZATIONS NOT YET INVOLVED SUCH AS UNIVERSITIES, OTHER GOVERNMENTAL DEVELOPMENT PROGRAMS, THE PRIVATE SECTOR, DEVELOPMENTAL PLANNING INSTITUTES SUCH AS DEVELOPMENT ACADEMY OF PHILIPPINES, PUBLIC ADMINISTRATIONHZND BUSINESS MANAGEMENT

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TRAINING ORGANIZATIONS, AND THE MASS MEDIA. BEYOND THIS,
US MUST NOW ENCOURAGE FILIPINOS TO MOVE PROGRESSIVELY
BEYOND BASIC INFORMATION AND SERVICES DELIVERY SYSTEMS
ALREADY UNDER WAY INTO NEW PHASE WHERE EFFORTS ARE
CONCENTRATED ON DEVELOPING WIDESPREAD SOCIAL SUPPORT FOR
A LOWERED FAMILY NORM. US ROLE SHOULD CONTINUE TO BE
FLEXIBLE. THIS CALLS FOR CONTINUED BILATERAL SUPPORT.
US SHOULD ALSO CONTINUE ENCOURAGE MAXIMUM COMMITMENT OF
PHILIPPINE RESOURCES, BOTH PUBLIC AND PRIVATE. US MUST
ALSO ASSIST PHILIPPINE AUTHORITIES IN INCREASINGLY
IMPORTANT TASK OF CHOOSING SUPPORT FROM VARIOUS SOURCES
IN MANNER THAT WILL MAXIMIZE EFFECTIVENESS AND MINIMIZE
WASTE.

MISSION RECOMMENDS REF B FOR DETAILED INFORMATION
ON MATTERS DISCUSSED IN PARTS B AND C OF THIS MESSAGE.
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